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ABSTRACT

The report, published by the Commission as directed by the Executive Board of UNESCO, was charged to take into consideration the formulation of UNESCO's future programs in education. This agenda item presents the comments of the Director-General, in which the origin of the Commission's work, general observations, main orientation of the report, recommendations of the Commission and methods to effect the report are noted. The main orientation emphasizes the connection of the educational crises with world problems, the use of historical analysis, and the relationship of education and society. Recommendations are in two groups: those which bear directly on the organization of education and address themselves to authorities responsible for education; and those which relate to international cooperation, including aid to developing countries and the role of international organizations like UNESCO. (The Report is available as ED 070 736; notes and observations on the Report as SO 005 656.) (KSM)

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Ninetieth Session

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Item 4.1.1 of the Provisional Agenda

REPORT OF THE INTERNATIONAL COMMISSION ON THE DEVELOPMENT OF EDUCATION, AND COMMENTS BY THE DIRECTOR-GENERAL

1. The General Conference, at its sixteenth session, adopted resolution 1.131 providing that:

"The Director-General is authorized to prepare and present to Member States the necessary elements for reflection on educational strategies at the international level:

(a) .....

(b) by establishing an International Commission on the Development of Education, publishing its report, presenting it with his comments to Member States, the Executive Board, the International Conference on Education and the General Conference, and taking it into consideration in formulating Unesco's future programmes in the field of education".

2. Pursuant to this resolution, the Director-General presents the Report of the International Commission on the Development of Education to the Executive Board. The Report is being distributed to members of the Board under separate cover.

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3. The Director-General's comments (document 17 C/57) are attached to the present document.

4. The Executive Board will no doubt wish to make its own comments and observations concerning this agenda item, for submission to the General Conference at its seventeenth session, with the Report of the International Commission and the Director-General's comments.

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General Conference
Seventeenth session, Paris 1972

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17 C/57
18 July 1972
Translated from the French

Item 13.3 of the Provisional Agenda

COMMENTS OF THE DIRECTOR-GENERAL ON THE REPORT OF THE INTERNATIONAL COMMISSION ON THE DEVELOPMENT OF EDUCATION

SUMMARY

By Resolution C/1.131 adopted at its sixteenth session, the General Conference authorized the Director-General to establish an International Commission on the Development of Education, publish its report, and present it with his comments to Member States, the Executive Board, the International Conference on Education, and the General Conference.

This document contains the comments prepared by the Secretariat in execution of the resolution.

I. ORIGIN OF THE COMMISSION'S WORK

1. Upon a proposal by the Director-General, the General Conference at its sixteenth session adopted the following resolution (Resolution 16 C/1.131):

> "The Director-General is authorized to prepare and present to Member States the necessary elements for reflection on educational strategies at the international level:
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> . . . . . .
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> (b) by establishing an International Commission on the Development of Education, publishing its report, presenting it with his comments to Member States, the Executive Board, the International Conference on Education and the General Conference, and taking it into consideration in formulating Unesco's future programmes in the field of education."

2. In establishing the Commission - on which Mr. Edgar Faure, a former French Prime Minister and Minister of Education, consented to serve as President - the Director-General made it a point to call on persons belonging to different cultural regions and particularly qualified by training and experience. With this twofold object in mind, he appointed as members: Mr. Felipe Herrera (Chile), Professor at the University of Chile and former President of the Inter-American Development Bank; Mr. Abdul-Razzak Kaddoura (Syria), Professor of Nuclear Physics at the University of Damascus; Mr. Henri Lopes (People's Republic of the Congo), then Minister of Education, later Minister of Foreign Affairs; Mr. Arthur V. Petrovski (USSR), Professor, Member of the Academy of Pedagogical Sciences of the USSR); Mr. Majid Rahnema (Iran), former Minister of Higher Education and Sciences; Mr. Frederick Champion Ward (U.S.A.), Adviser on International Education to the Ford Foundation.

3. The Commission was aided in its work by a seven-member secretariat placed at its disposal by the Director-General. This included Unesco personnel and consultants under the direction of Mr. Aser Deleon (Yugoslavia), Executive Secretary of the Commission.

4. The Commission met for the first time on 15 March 1971. Between then and April 1972 it held in all six meetings. During this period Commission members visited 24 countries to learn the views of authorities responsible for education and development in those countries, teachers and students. In addition, at specially organized round-tables they met people from other countries of the regions visited; followed the work of the Third Regional Conference of Ministers of Education and of Ministers responsible for Economic Planning in Asia and of the XXXIIIrd International Conference on Education; and made contact with certain senior officials of various institutions and organizations in the United Nations system, notably, officials of the United Nations Development Programme and the International Bank for Reconstruction and Development. Thanks to these exchanges of views the Commission obtained first-hand information supplementing the documentation assembled for it by the Secretariat which included, in particular, 75 original studies by specialists in different aspects of education that proved exceedingly useful. Lastly, the Commission was able whenever it saw fit, to draw upon the intellectual resources of the Secretariat.

II. GENERAL OBSERVATIONS

5. The Director-General considers that in preparing its report the Commission has accomplished the work of broad reflection on the situation and objectives of education it was asked to undertake when he stipulated, in defining its mandate:

> "On the basis of a critical analysis of the present situation, of the main trends observed during the last decades and of the experience acquired in different countries, the Commission will no doubt be called upon to define the new aims to be assigned to education as a result of the rapid changes in knowledge and in societies, the demands of development, the aspirations of the individual, and the overriding need for international understanding and peace."

6. And, he thinks, the Report itself answers to the object he defined:

> "The purpose of the report will be to assist Governments to formulate national strategies for the development of education. It could provide the starting point for a series of studies and decisions

at the national level. It will also serve to guide international co-operation in education, and Unesco's work in particular, during the Second United Nations Development Decade."

7. Finally, throughout its work the Commission appears to have paid full heed to certain guiding principles which the Director-General had proposed, as follows:

"(a) that the term 'education' should be taken in its broadest connotation of coherent and deliberate action aimed at the transmission of knowledge, the development of aptitudes, and the training and betterment of man in all respects and throughout his life;

(b) that quantitative expansion and qualitative improvement should be regarded as two complementary aspects of educational development;

(c) that educational development should be studied within the framework of overall integrated development;

(d) that education should be envisaged as both an end in itself and a means of development;

(e) that the work of the Commission should cover both the developed and the developing countries."

8. During the past two years, moreover, the Director-General has had many indications that seem to confirm the need for and timeliness of the task entrusted to the Commission. At the Conference of Ministers of Education and Ministers responsible for Economic Planning in Asia and the Conference of Ministers of Education and those responsible for the Promotion of Science and Technology in Relation to Development in Latin America and the Caribbean, which were held respectively at Singapore (31 May - 7 June 1971) and at Caraballeda (Venezuela) (6-15 December 1971), and at the XXXIIIrd session of the International Conference on Education (Geneva, 15-23 September 1971), declarations by delegations showed that for many countries solutions to educational development problems call for an overall reform of educational systems and that this reform requires both overall and an innovating concept of education and a redefinition of goals. At the same time organizations for international aid and co-operation, such as the United Nations Development Programme, the World Bank and Unicef, are more and more raising fundamental questions as to the scope, the methods and the directions of educational-assistance policies. In so far as the Report attempts to suggest answers to this double series of concerns and questionings, it is perfectly timed.

III. THE MAIN ORIENTATIONS OF THE REPORT

9. The Director-General believes that the Commission was right to set its reflections against a wide general background by considering education both historically and as one of the great world problems for the future of mankind. This full vision of education as linked with the principal changes in the modern world is just what is needed for a study intended to help the States and the international community to take stock of the present situation and orient their future action.

10. It is clear that for the members of the Commission the present juncture is a decisive turning-point in the development of education. The necessity of reconsidering educational policies and practices comprehensively and in depth is presented with a force of conviction that compels assent, in a text that abounds in facts and ideas and is evidence of generous, stimulating thought.

11. A first series of arguments is based on the history of education and a critical assessment of its present situation.

12. The authors of the Report have evoked the past, not in the manner of historians eager above all to reveal the facts, but rather by a method designed to throw light on current educational troubles by showing their origins and to instigate action that will end them. They have set out to demonstrate that the time has come for rediscovering the wealth of educational concepts and practices which recent evolution has obscured and at moving beyond institutions, methods and attitudes which in their day made for advances in education but now weigh it down and prevent it from meeting the new demands of the modern world.

13. The detailed balance-sheet of the present situation of educational action set forth in the Report tends to confirm and reinforce the results of historical analysis. While drawing attention to

the progress made, it shows the various dead-ends to which present-day education often leads. In particular we find that, in spite of the spectacular general increase in school systems and the growth of school-attendance rates, the actual number of children not attending school and of illiterate persons is slightly increasing. Moreover the training given in schools is often inappropriate or antiquated. Sometimes the school creates social problems by launching into life young people who are ill-prepared to face it, instead of providing the problem-solving elements society expects. In many cases and in many respects, opportunities are still unequal and the school tends to reproduce or even accentuate disparities between social groups. The contribution of education as hitherto conceived towards the real development of the Third World is highly questionable. The steady pursuit of educational endeavour appears to encounter grave financial difficulties. Finally, schools today often display in their very life such negative features as élitism, authoritarianism, rigidity.

14. The Director-General considers that on the whole one can accept these criticisms, though remaining careful to avoid generalizing and to allow for the fact that situations vary according to country, and for the many reforms that are now in progress. In this regard, we should note the method the Commission has adopted. It is, as it were, dialectical. Every statement of inadequacy or failure is intended to advance the central ideas of the Report: the need for going beyond current educational institutions, transforming them or supplementing them with other forms of education, and the search for an enlarged, diversified education which would, at the limit, become "a continuous project for society as a whole",(1) for a transformed "learning society" whose entire knowledge and entire means would be put towards promoting education for all persons at all ages.

15. The Director-General feels that this orientation is right in principle, for it defines the bounds within which educational action coherently inspired by the concept of life-long education must henceforth operate. In its traditional form, the school cannot be the only scene of educational activity. The dividing lines between in school and out of school must be done away with; we must call on every organization, every person capable of playing any educational rôle.

16. A second series of considerations bears not, now, on education in itself but on its relations with society - the external pressures it undergoes, the new demands imposed on it by socio-economic and technological changes. These reflections lead to a general definition of the new ends of education with respect to the great problems of the modern world, in a spirit that meets with the Director-General's approval. Education "may help society to become aware of its problems ..."(2) Thus it contributes towards their solution. It is certainly not distorting the sense of the Report by oversimplifying to stress two essential orientations:

17. First, education "suffers from growing social and economic gaps and disequilibria ..."(3) It must endeavour to reduce these disparities, priority necessarily being given to the most deprived countries, the least favoured populations. Second, technical civilization has negative aspects, entails threats and nuisances. In this respect, education must be an "antidote to the many distortions within man and society".(4) It must prepare men better able to master the risks involved for them in modern civilization.

18. Linked to these considerations are the very pertinent reflections by the President of the Commission, in his remarkable Preamble, on strengthening support for democracy. The proposal to halt economic growth put forward by some experts must be rejected, because it would conduce to maintenance of the rich countries' advantages; but in order that growth may continue, yet the quality of living be ensured, it appears that "communities must organize their requisite priorities and disciplines democratically. This presupposes that the people concerned will be sufficiently educated, informed, and aware."(5)

19. The importance of the theme of democracy in the Report should be emphasized here: democracy in education and through education. Concern for ensuring true democratization of education means moving beyond the idea of formal equality of access. To begin with, what matters as much as access is real equality of chances for success. For this there must be "a resolute social policy to correct unfair distribution of educational resources and effort",(6) "making certain that each

(1) Report, First Part, Epilogue I
(2) Ibid, Chapter III
(3) Ibid, Chapter IV
(4) Ibid.
(5) Preamble, Section II
(6) Report, Chapter III

individual receives a suitable education at a pace and through methods adapted to his particular person".(1) Moreover the need for enlarging access to education leads to a more flexible conception of the right to education, a right which often cannot be ensured by the institutional school system alone but requires use of a variety of in- and out-of-school methods.

20. The Director-General wishes to observe in passing that this last orientation should provoke Unesco to fresh reflection, in so far as its normative action respecting the right to education, based on the text of the Convention and Recommendation against Discrimination in Education (Paris, 14 December 1960), has essentially borne on the traditional school structures - whose monopoly is just what is challenged by this Report.

21. Finally, while education must be democratized and give everyone his fair chance, by the same token it can and therefore must also be a preparation for democracy. Through participation, it will provide an apprenticeship in democracy. From this point of view, civic objectives are an essential part of educational action.

22. The points at which the Commission takes a stand in favour of the scientific and technological aspects of education should also be noted. The dangers man is exposed to by technical civilization are brought up, but not from a feeling of distrust for science and technology as such. In the developing countries, especially, a major problem is the integration of science into culture: "development ... implies adopting a scientific frame of mind".(2) In a general way, training in that frame of mind is one of the essential aims of education.(3)

23. Finally, the Director-General particularly wishes to emphasize his thoroughgoing agreement with the humanistic view of the fundamental ends of education that appears in the Report. For him as for the Commission the goal of education is indeed, in the last analysis, the "physical, intellectual, emotional and ethical integration of the individual into a complete man ..."(4)

24. The new conception of education that emerges from the Report has to do with these ends. It is not a systematic conception - one feature of the Report is its rejection of system; i.e. of fixed, rigid organization - but is rather an ensemble of trends that are at once distinct and bound together by a network of dialectical tensions.

25. The major theme of the Learning Society, a society becoming wholly educational, with its daily life - occupations, economic and governmental structures, family and work relations, mass media(5) - has a corresponding affirmation at various points in the Report: affirmation of the rôle of the individual who educates himself, frees himself from the hierarchical authority peculiar to a certain stage of pedagogic evolution; in short, the individual who is the subject and not the object of education. This dialectic of educational socialization and individualization is one of the most interesting aspects of the Report: in it the profound significance of the concept of life-long education is to be discerned.

26. The most conspicuous aspect of the concept is its temporal dimension: education is not limited to the years traditionally called the years of learning and training, but affects every stage of life. But this extension is only possible if we accept on the one hand that all society takes part in the educational process and on the other hand that education is not subject, not bound, to a condition of "minority" that is cast off for good and all when one arrives at adult years but is a fundamental way of becoming a part of the world about one. The Director-General can only endorse the position the Commission has taken on this capital issue. The Commission has kept "life-long education" as "the master concept for educational policies in the years to come" and has thus confirmed a major orientation expressly prescribed for Unesco's work by the General Conference.

27. Besides, education is also the search for a synthesis of the requirements of scientific rationality and creative spontaneity. While many of the difficulties education is experiencing today are due to social changes inseparable from the scientific and technological revolution, educational renewal can

(1) Ibid.
(2) Ibid., Chapter IV
(3) Preamble, Section II: "the Commission considered that it was essential for science and technology to become fundamental, ever-present elements in any educational enterprise ..."
(4) Report, Chapter VI
(5) Cf. especially Report, Chapter VII

and must reply on the findings of scientific research in all fields affecting man and his relations with society and on the application of modern technologies to the educational process. The Commission has done valuable work in presenting a synthesis of the most striking aspects of modern scientific research that can serve to transform and modernize pedagogic action: brain research, nutrition research; recent contributions of psychology, linguistics, anthropology, information theory, and so on.

28. There is also a useful survey of the problem of educational technology. Two ideas should here be specially noted: first, that technological innovation is valueless unless it is based on an appropriate pedagogical approach and is truly integrated into an educational process where it becomes meaningful in relation to the objectives aimed at; second, that there is a need for conceiving relatively simple, cheap, widely applicable media which would be analogous in education to what are called "intermediary technologies" in industrial development.

29. But, for the Commission, the search for pedagogic efficiency, for scientific and technological or even industrial inspiration, must not cause other trends to be overlooked: the aspirations of people who, in teaching practice, take part in various forms of educational action; the concern for making education an instrument for reintegration into society and putting the accent on creative vitality; "young people's protest ... when they demand the right to emotional expression and proclaim their rejection of constraints". (1) In fact, a more rational conception of the means and types of pedagogic action stimulates individualization of the educational process and the autonomy of learners; and we can only endorse the conclusion of the authors of the Report that we must "unite criticism, democratic participation and imagination with the power residing in operational, scientific and rational organization ..."(2)

30. The way in which the Report handles the possibility of a "disinstitutionalization" of education is likewise to be seen as dialectical synthesis. As has already been emphasized, one of the ideas that actuate the whole Report is the necessity for renouncing the monopoly of the school, which in its traditional form cannot meet all the needs of society in either the industrialized or the developing countries. But that does not mean that the Commission aligns itself with the partisans of "de-schooling". If the Report sometimes evinces sympathy for what might be called the "libertarian myth" in education, the fact remains that the "de-schooling" theory is expressly rejected as Utopian. (3) The Report says rather that we must draw both on the transformed, regenerated school and on education in out-of-school forms: varied, flexible, and non-institutional. Hence we must integrate school and university institutions on the one hand and non-formal educational activities on the other so that they coexist in a fruitful relationship as complements or opposites. According to the Report, only this pluralism of converging educational actions can provide an answer to the ever-growing demand for education and offer the prospect of a true qualitative renovation.

31. Another synthesis must be conceived and realized: that of the international and national aspects of educational policies.

32. That there are international educational problems is attested by the very existence of the International Commission on the Development of Education - the subject of a General Conference decision - as well as by the substance of the Report that the Commission has drawn up. The educational crisis is one of the great problems of modern society, which, for the same reason as the problems of population, economic growth, and environment - and even more than they, calls for concerted reflection by the international community. Moreover certain fundamental orientations emerging from the Report are of universal validity; and the Recommendations formulated in the last chapters have a general bearing. This is especially true of the methodological considerations according to which the co-ordinated, rational development of educational action must come about as a process in three successive stages: policy-making, strategy-development, and planning - policy defining and co-ordinating the different objectives; strategy presenting combinations of methods according to hypotheses that correspond to different possible choices; and planning determining the sequence of actions and programmes to be undertaken in terms of qualitative and quantitative objectives and according to options contained in the strategy. There is a general validity, again, in the statement:

(1) Ibid., Chapter V
(2) Idem.
(3) Preamble, Section IV; "abandoning the idea of school as an essential, if not exclusive, element in education would be tantamount to surrender in the struggle to introduce hundreds of millions of human beings to the kind of education which involves systematic assimilation of knowledge".

"Linear expansion strategies can no longer be justified";[1] and in the statement that strategies must move "from a uniform procedure to diverse alternatives".[2]

33. To say that educational strategies are national is, in the first place, a simple statement of fact. The power of decision is the prerogative of governments. They, in full sovereignty and after setting the educational and extra-educational goals that should guide their country's educational policy, take the necessary measures for implementing them. But it is also a recognition that educational activities are always part of a concrete context: cultural, economic, social and political. One connot conceive an educational strategy without taking these factors into account, and the Director-General unreservedly approves the Commission's declaration, apropos the general problem of development, that "the essential criterion becomes the use of an authentically national development model and to ensure that the entire population participates democratically in the development effort".[3]

34. To emphasize national strategies, the Report shows, is not at all to deny the existence of certain orientations recognized by the international community. But it is to revolt against the falsely universal: that is, against the abusive generalization of educational models which, conceived for a given type of society, have often been considered valid for all times and all places and been transplanted to regions where they fit neither the traditions nor the needs. Nor is there any contradiction between asserting the national character of educational strategies and calling for an intensification of international co-operation.

35. This co-operation must first be manifested on the intellectual plane, through development of exchanges of ideas and experiences; it must also be expressed in the assignment of increased resources to operational aid to education in the developing countries, with particular emphasis on inventing and disseminating new ways of improving educational action.

36. The foregoing considerations do not extract all the rich ore of the Report; they do not claim to be exhaustive, but only hint at the host of ideas and suggestions the Report contains. On the other hand, since the field of education is so vast, one can observe that this or that aspect of educational action is neglected or given inadequate attention in the Report. It could hardly be otherwise. The Report did not aim at covering without exception every single educational problem, but rather at suggesting possible directions to follow. It can doubtless be criticized on the score of certain shortcomings or omissions.[4] Enumerating these has seemed to the Director-General less useful than emphasizing and commenting on the positive aspects of the Report which may, in years to come, enlighten or inspire the acts of Governments and international organizations.

IV. RECOMMENDATIONS OF THE COMMISSION

37. The Commission has explicitly framed a number of recommendations, particularly in the last part of the Report. They fall into two groups. Those in the first group, the more numerous, bear directly on the organization of educational action. They are addressed to persons responsible for education and may constitute elements for solving the problems these authorities have to deal with. Those in the second group relate to international co-operation, including aid to the developing countries and the rôle of international organizations like Unesco. There is an obvious link between the two groups of recommendations, for in a large measure the rôle of international co-operation is precisely to make possible the adoption and implementation of decisions concerning the expansion and renewal of education. Through these recommendations, the chief of which are cited below, the Commission has amply fulfilled the mandate given it by the Director-General in accordance with the provisions adopted by the General Conference.

(1) Report, Chapter VII
(2) Idem.
(3) Ibid., Chapter IV
(4) For example, the Director-General notes that one member of the Commission records his regret that no consideration was given in the Report, first to the general view he had expressed as to the necessity for different approaches to questions of educational development in countries with different socio-economic systems; second to experiences of historical significance in the development of education.

Recommendations on the organization of educational action

38. These recommendations concern the concept of education as a whole, educational structures, educational methods and media.

39. The basic orientation is doubtless to be found in Recommendation No. 1 of Chapter VIII:

"We propose life-long education as the master concept for educational policies in the years to come for both developed and developing countries."

This recommendation is in full accord with the principles underlying the concept of education which was adopted by the General Conference, and which the Director-General is endeavouring to promote. He, like the Commission, thinks that though methods of implementation vary the concept of life-long education is valid both in industrialized and in developing countries.

40. Several recommendations stressing the need for an open, flexible, diversified education supplement the basic recommendation:

"Educational institutions and means must be multiplied, made more accessible, offer the individual a far more diversified choice. Education must assume the proportions of a true mass movement."

"Each person should be able to choose his path more freely, in a more flexible framework, without being compelled to give up using educational services for life if he leaves the system."

"Artificial or outmoded barriers between different educational disciplines, courses and levels, and between formal and non-formal education should be abolished; recurrent education should be gradually introduced and made available in the first place to certain categories of the active population."

(Chapter VIII, Nos. 2, 3 and 4)

41. In this connexion the Director-General recalls that he has sought to make the concept of education prevailing in the Unesco programme one in which closed and rigid systems have to give way to more flexible structures that ensure vertical and horizontal mobility by eliminating partitions between the different types of instruction on the one hand, between school and out-of-school on the other. He interprets Recommendations 2, 3 and 4 as indications of trends: determining just how far they should be given full effect depends, of course, on a variety of economic, social and cultural factors peculiar to each particular situation.

42. Two recommendations concern the place of learners in the educational process:

"It should be made a principle to centre educational activity on the learner, to allow him greater and greater freedom, as he matures, to decide for himself what he wants to learn, and how and where he wants to learn it and take his training. Even if the learner has to accept certain pedagogic and socio-cultural obligations as to subject matter and methods, these should still be defined more in terms of free choice, of psychological propensities and drives among learners than hitherto."

(Chapter VIII, No. 20)

"All learners, whether young or adult, should be able to play a responsible part not only in their own education but in the entire educational enterprise."

(Chapter VIII, No. 21)

43. These recommendations constitute the pendant of a policy based on the notion of life-long education. The Director-General thinks that the evolution of teaching towards individualization and the trend toward growing participation by learners in the organization and development of educational processes are inseparable from the movement that is tending to open school institutions to the life of society and call in all available educational resources, whether part of the school and university

systems or not. However, it is important that mechanisms for learner-participation should be so organized that overall community needs can be taken into consideration.

44. The different levels and types of education are dealt with in particular recommendations which specify what considerations it has seemed desirable to give the different aspects of the educational process.

45. "The development of education for pre-school-age children must become one of the major objectives for educational strategies in the 1970s."

(Chapter VIII, No. 5)

The Director-General is glad that this stand has been taken, being convinced that pre-school education is a decisive factor in the true democratization of education.

46. "Universal basic education, in a variety of forms depending on possibilities and needs, should be the top priority for educational policies in the 1970s."

(Chapter VIII, No. 6)

With qualifications as to methods, this recommendation takes up an objective which the international community thinks it essential to achieve and which is the necessary condition for implementing the right to education. The Director-General notes the relevancy of flexible forms of education called in the Report - for instance, part-time or "appropriate rhythm" schooling. He thinks however that particular care must be taken lest these solutions, although their underlying purpose is to bring into education groups that have hitherto been kept out, result in maintaining or accentuating certain geographical or social inequalities.

47. "Rigid distinctions between different types of teaching-general, scientific, technical, and professional - must be dropped, and education, as from primary and secondary levels, must become theoretical, technological, practical and manual at the same time.

(Chapter VIII, No. 7)

"Professional and technical training colleges must be developed in conjunction with the secondary education system. The instruction they give must be followed by practical training at places of work, all of which must, above all, be completed by recurrent education and vocational training courses."

(Chapter VIII, No. 8)

"Efforts must be made to bridge the gap, still found in all too many cases, between educational establishments and business companies, whether privately or publicly owned, for the latter constitute a key element in the overall education system. Their rôle should not be limited to training workers, but extended as far as possible to training technicians and researchers."

(Chapter VIII, No. 9)

The Director-General thinks that these suggestions help to direct efforts at resolving difficult problems posed all over the world by the relations between general education and technical and vocational education and, more generally, between education and employment.

48. "Throughout the post-secondary educational system, structures, subject matter and student categories must be very broadly diversified."

(Chapter VIII, No. 10)

"As educational systems become more diversified and as possibilities of entry, exit and re-entry increase, obtaining university degrees and diplomas should become less and less closely linked to completing a predetermined course of study. Examinations should serve essentially as a means of comparing skills acquired under varying conditions by individuals of different origins, a mark not of conclusion but a starting-point, helping each individual to assess the effectiveness

of his own study methods. Evaluation procedures should measure an individual's progress as much as the extent to which he conforms to externally fixed standards."

(Chapter VIII, No. 11)

These recommendations propose a general framework suitable to the initiatives, which, at the level of governments as at that of institutions of higher education, are tending to remodel that education and introduce innovations in the light of changes in modern societies and within the context of life-long education. The Unesco programme for higher education, conceived in the same spirit, can very usefully refer to the opinions expressed by the Commission.

49. "Educational strategies in the coming decade should have rapid development of adult education, in school and out of school, as one of their priority objectives."

(Chapter VIII, No. 12)

This recommendation - a logical one in the context of life-long education, of which adult education, is an essential component - is especially timely at a moment when the World Conference on Adult Education at Tokyo has urged the international community to concerted reflection on the problem.

50. "In all areas where there is widespread illiteracy, programmes organized for the adult population must include a strong literacy campaign. Action must be taken in two ways: it must aim firstly at functional literacy among strongly motivated sections of the working population, and secondly at mass literacy when conditions are appropriate and, above all, when social development conditions - political, economic, and cultural - are suitable for active large-scale participation by the people."

(Chapter VIII, No. 13)

The concept behind this recommendation conforms with Unesco's orientations. While giving priority to functional literacy, we must not exclude the implementation of literacy programmes which can assume the form of massive campaigns if the governments so wish.

51. Several recommendations concern educational methods and media.

52. "Institutions and services of a new kind, intended to help people teach themselves - language laboratories, technical training laboratories, information centres, libraries and related services, data banks, programmed and personalized teaching aids, audio-visual aids, etc., - should be integrated into all teaching systems."

(Chapter VIII, No. 14)

"1. In the conception and general planning of education systems, allowance must be made for the possible contribution of new techniques with a view to developing a unified process aimed at using available means and resources in the most efficient way.

2. When getting systems with technological support under way, strategies must be differentiated according to different levels of economic development."

(Chapter VIII, No. 15, 1 and 2)

"Reserve a fixed part of the increase in education budgets for the rational development of sophisticated techniques."

(Chapter VIII, No. 16, 2)

Like the Commission, the Director-General thinks that modern technology must be given an important place in strategies for innovation, with a care to ensuring individualization of education, exploitation of all available resources in an orderly planning process, and choice of media according to special conditions in different societies.

53. "Modify teacher-training programmes so that teachers are equipped for the different rôles and functions imposed by new technologies ..."

(Chapter VIII, No. 16, 1)

"Legislative, professional, labour union and social action should gradually reduce and finally abolish hierarchical distinctions maintained for no valid reason among the various categories of teachers."

(Chapter VIII, No. 17)

"Conditions in which teachers are trained should be profoundly changed so that, essentially, they become educators rather than specialists in transmitting pre-established curricula; the principle of a first, accelerated training stage, followed by in-service training cycles, should be adopted."

(Chapter VIII, No. 18)

"Auxiliaries and specialists from other professions (workers, technicians, professional and executive personnel) should be called in to work beside professional teachers. Authorities should also enlist the co-operation of pupils and students, in such a way that they teach themselves while instructing others, and become imbued with the idea that acquiring 'intellectual capital' involves its possessor in the duty of sharing it with others."

(Chapter VIII, No. 19)

These recommendations might form the starting-point for profound reflecti at both national and international level. There is no doubt but that a new conception of the rôle of teachers and of their relations with society is implicit in the adoption and implementation of the concept of li e-long education.

54. "We recommend aligning financial policy on this threefold objective: increased spending, diversified resources, reduced unit costs."

(Chapter VIII)

The Director-General is fully in accord with the principle of this recommendation. Increase in expenditures earmarked for education, desirable as it may be, and even if it presents no major difficulties, certainly calls for redoubled efforts to gain the other two objectives. Rational use by each country of its national resources, is a fundamental condition of educational development; what is brought by outside aid always remains secondary, even marginal, compared with the volume of financing a country must provide from its own resources.

55. Altogether, these recommendations outline a picture of the education of the future. It is for governments to decide whether they wish it to inspire the definition of their educational policies. In any event, to develop such policies, and the corresponding strategies, the States have a heavy task: study, reflection and, no doubt, reorientation of planning methods and concepts. Unesco is ready to offer Member States the support they may think necessary for this. As the Director-General said in his Introduction to the Draft Medium-Term Outline Plan for 1973-1978,(1) one major part which Unesco ought to play from now on would be to provide its services to Member States who want them, with the aim of facilitating the process of analysis and reflection that leads to definition and adoption of a policy. The bringing of Unesco's activities to bear upon Member States' problems and efforts was conceived in this spirit, as was a new type of aid which should result in Unesco's offering States, with full respect for their sovereign powers of decision, the information and advice such an organization can give in the light of experience and ideas accumulated over 25 years of intellectual and operational activities throughout the world. The General Conference will perhaps find in the orientation of the Commission's recommendations at national level confirmation of the direction the Director-General proposes for international aid.

(1) Cf. Document 17 C/4, paragraphs 42-49.

Recommendations as to international co-operation

56. A first series of recommendations which come under the head of intellectual co-operation (Chapter IX) reflects the Commission's concern for turning the international community's experience and capacity for reflection and invention to good account.

According to the Commission, "the dissemination of information on educational innovation and the exchange of experience should become fundamental to international co-operation."(1)

57. The value of exchange depends on differences between countries as much as on resemblances, in the view of the Commission, which lays particular stress on the need for contacts between:

countries belonging to different socio-economic systems;

countries formerly separated by colonization that are within the same geographical region;

countries that are in different geographical regions but have common characteristics or are following an analogous process of development.

58. These recommendations fit in with Unesco's concerns and practices as manifested, notably, in the organization of the International Conference on Education, which gives persons responsible for education the opportunity to study topics of major interest to the Member States as a whole, and the Regional Conferences, which inter alia provide meeting-places for representatives of countries which have different socio-economic systems or political régimes or were separated in times past by colonization. A whole number of activities carried on both by the services at Headquarters and by the Regional Offices and the International Bureau of Education aim at encouraging innovation through exchange of information and experience. This aspect of the programme might be strengthened over the coming years.

59. Another series of recommendations concerns international assistance in education to the developing countries. Here several issues can be distinguished:

60. (i) The volume of aid to education. The Commission asks for an increase and wishes both that the proportion of funds for education in the overall sum of aid should be augmented and that this overall sum should be increased so as to amount effectively to at least 1% of the GNP of developed countries, as recommended by the General Assembly of the United Nations. The Commission proposes that education and training should have a place in every assistance project.

61. (ii) The methods of aid. While underscoring the value of bilateral aid, which is obviously useful, the Commission expresses its preference for multilateral aid, whose relative value it thinks should be stepped up. It would also like to see the various aid programmes more closely co-ordinated.

62. (iii) The content of aid for education. The Commission is of the opinion that preference should be given to projects that help countries to make an overall diagnosis of their educational system, fix priority objectives better, and identify the "points of entry" making for the most effective action. It also recommends that institutions for aid to education should try to help in "strengthening the capacities of individual countries to improve their present educational systems", help them "invent, design, and test new educational experiments appropriate to their cultures and resources".

63. The Director-General expresses his agreement in principle with all these ideas. He is aware that some of them, especially those that concern the general methods of aid and the place of education in overall international aid, call for studies and discussions at the level of the governments of the Member States and the governing bodies of aid and financing programmes. For his part he would be prepared, if so instructed by the General Conference, to take the appropriate steps with regard to institutions in the United Nations system involved in aid for education so as to promote the necessary co-operation. As for the ideas expressed about the actual content of aid for education, he points out that the orientations the Commission has adopted coincide with his own views on educational renewal, which he submitted to the attention of the General Conference in Documents 17 C/4 and 17 C/5.

(1) Report, Chapter IX

64. More generally, the Director-General considers that the Report should serve to launch a great movement of world solidarity on behalf of education. If one overall conclusion emerges from the work the Commission has done, it is that neither our present forms of education nor the methods of international assistance in this field correspond to the size or the nature of the challenge facing mankind. The immensity of the task must be recognized more clearly; and we must call on all the means the international community can mobilize in order to cope with it.

65. Some members of the Commission have proposed the setting up of "an international programme for educational innovations, attached to Unesco and placed under the control of a representative international body - a programme designed to help countries take a decisive step towards a renewal of their education systems". (1)

The Director-General is sure that it is essential to use international co-operation to help Member States devise and implement the innovations on which improved educational action depends. The Unesco programme can be strengthened to serve that end, and its means increased as a consequence, without any need to set up a special international organ.

66. Several pages of the Report deal with the rôle of Unesco. According to the Commission, its major orientations should be:

renewal of education, viewed as a problem with international dimensions;

"combating racist and nationalist doctrines and practices" in all educational activities;

"focus on studying and experimenting with new educational methods" in its aid to education.

The Director-General is happy to note that these ideas correspond to his own concerns. Like the Commission he thinks that it is incumbent on Unesco "to commit itself in favour of innovation in education".

V. GIVING EFFECT TO THE COMMISSION'S REPORT

67. The preceding comments have doubtless shown that the Commission's Report is bound to give rise to a great deal of hard thinking, to many studies, to a whole series of varied measures, to many experiments, to a broad exchange of ideas and information, to complex consultations. Far more than a point of arrival, it is - and surely this is not the least of its merits - a starting-point.

68. It is in this spirit that the Director-General presents the Report to the Executive Board at its 90th session and to the General Conference at its seventeenth session, and through them submits it to all the Member States. It will be for the General Conference, with the help of any comments which the Executive Board may wish to address to it, to draw the appropriate conclusions as to Unesco's policy on education. It would be particularly helpful if the General Conference were to specify how far the Recommendations figuring in the Report can be fitted into the Programme for 1973-1974 and into the draft programmes and budgets for ensuing periods.

69. Further, in accordance with the provisions of the General Conference's Resolution 16 C/1.131 (b) the Director-General will present the Report to the XXXIVth session of the International Conference on Education (1973). He also intends to communicate its conclusions to the forthcoming Regional Conferences of Ministers of Education. Finally, he will ensure wide distribution for the Report in English, French, Russian, and Spanish, while foreseeing possible translation and publication in other languages by arrangement with the National Commissions for Unesco and various public and private national institutions, as well as through the use of commercial joint-publication contracts.

70. The Director-General hopes that a threefold result can thus be achieved:

To make educational authorities, teachers, researchers, and all who are interested in educational progress more clearly aware of the problems, and further concentrate their attempts to find suitable solutions. In this regard, it is to be hoped that the Report will promote consultation and co-operation between the government authorities, various decision-making bodies, and

(1) Idem.

planning and managing organs on the one hand and, on the other, various groups with an active interest in education (associations of teachers and educators, labour unions, student and youth movements, parents, etc.).

To obtain authoritative indications for guidance in the development of forthcoming draft programmes and draft medium-term outline plans.

To help those responsible for other international organizations and programmes concerned with educational development, especially financing organizations, in defining the methods and directions of their co-operation.

If these expectations are met, the aim of the undertaking will have been fully achieved.